DOCUMENT RESUME

ED 127 271 SP 010 303

TITLE	Mainstreaming: Helping Teachers Meet the Challenge.
INSTITUTION	National Advisory Council on Education Professions Development, Washington, D.C.
PUB DATE	76
NOTE	39p.
AVAILABLE FROM	National Advisory Council on Education Professions Development, Suite 306, 1111 20th Street N.W., Washington, D.C. 20036 (Single copy free)
EDRS PRICE	MF-$0.83 HC-$2.06 Plus Postage.
DESCRIPTORS	Academically Handicapped; Educable Mentally Handicapped; Elementary Secondary Education; Emotionally Disturbed Children; *Handicapped Children; *Inservice Teacher Education; Language Handicapped; Learning Disabilities; Mentally Handicapped; Multiply Handicapped; Physically Handicapped; Program Development; *Regular Class Placement; Special Education; *Special Education Teachers; State Programs; Teacher Attitudes; Teacher Certification; *Teacher Education; Team Teaching

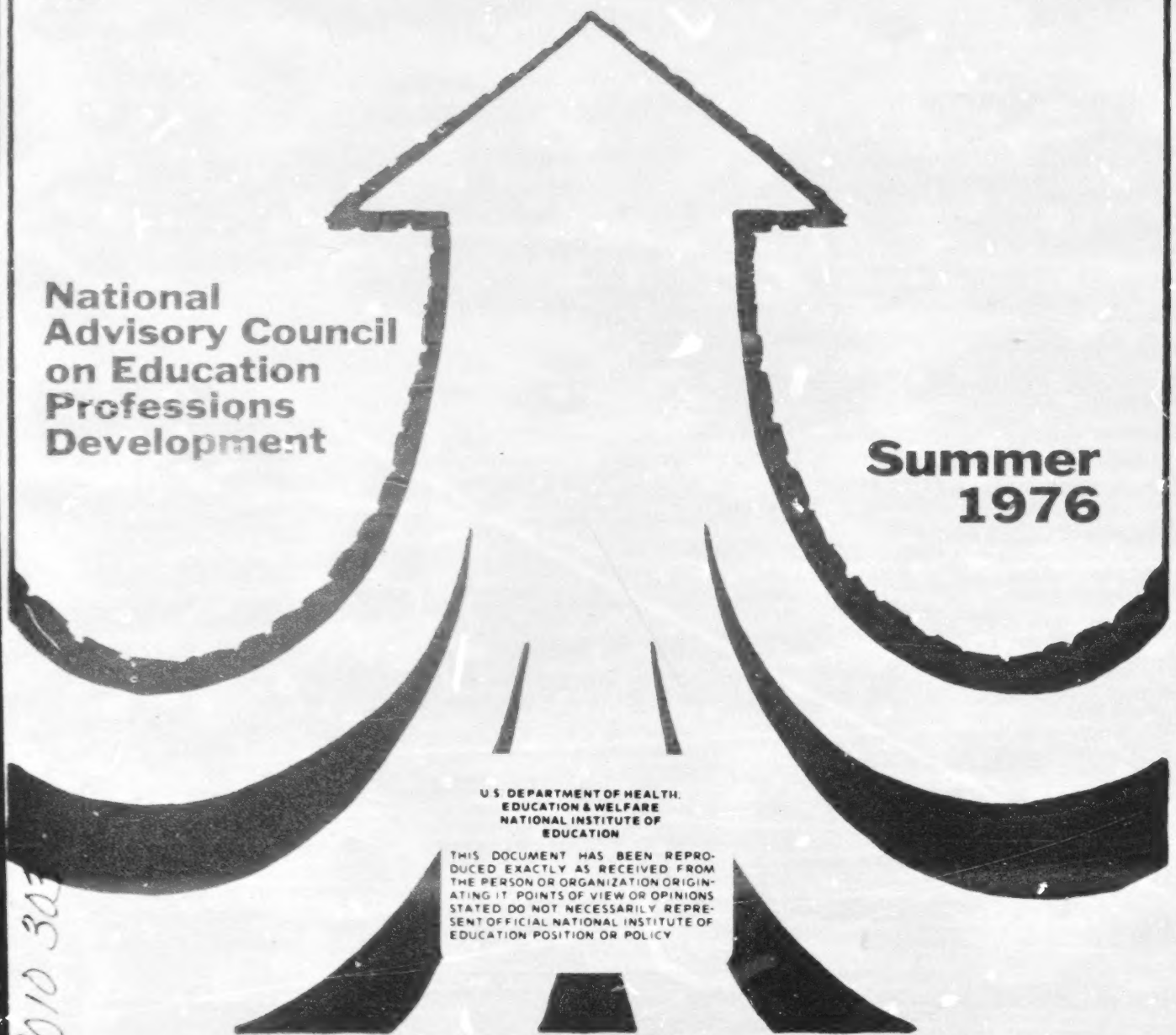
ABSTRACT

Mainstreaming is defined as the conscientious effort to place handicapped children into the least restrictive educational setting that is appropriate for their needs. The primary objective of this process is to provide these children with the most appropriate and effective educational experiences that will enable them to become self-reliant adults. This report explores: (1) how mainstreaming is operationally defined and how widespread it is; (2) the implications of mainstreaming for the responsibilities and competencies of regular classroom teachers; (3) the adequacy of teacher preparation; and (4) the efforts toward matching the preparation and responsibilities of regular classroom teachers. There are seven chapters: (1) Introduction; (2) Mainstreaming: Definition and Practice; (3) Impacts of Mainstreaming on Teachers. Roles; (4) Preparation of Teachers: Present Status; (5) Local, State, and Federal Response; (6) Discussion and Assessment; and (7) Recommendations. Included is a listing of related documents. (DMT)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

ED127271

Mainstreaming: Helping Teachers Meet the Challenge



National Advisory Council on Education Professions Development

Summer 1976

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

SP010 303

Table of Contents

		Page
1.	Introduction	1
2.	Mainstreaming: Definition and Practice	4
3.	Impacts of Mainstreaming on Teachers' Roles	11
4.	Preparation of Teachers: Present Status	18
5.	Local, State, and Federal Response	20
6.	Discussion and Assessment	26
7.	Recommendations	29
Footnotes		33
Figure 1:	The Cascade System of Special Education Services	8

"The term 'handicapped children' means mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, orthopedically impaired, or other health impaired children, or children with specific learning disabilities who by reason thereof require special education and related services."

Section 602, P.L. 94-142, Education for All Handicapped Children Act (November 29, 1975)

NATIONAL ADVISORY COUNCIL

ON EDUCATION PROFESSIONS DEVELOPMENT

Walter Tice, *Chairman*
Yonkers, New York

R. Creighton Buck
Madison, Wisconsin

Judy Ann Buffmire
Salt Lake City, Utah

Manera A. Constantine
Wilmington, Delaware

Mildred M. Curtis
Minden, Nebraska

Carol Doherty
Taunton, Massachusetts

Archie R. Dykes
Lawrence, Kansas

Helen G. Edmonds, *Vice Chairwoman*
Durham, North Carolina

Janet Erickson
San Marino, California

Henry Lucas, Jr.
San Francisco, California

Edward A. Medina, *Treasurer*
Espanola, New Mexico

Jeanne Noble
New York, New York

Martin W. Schoppmeyer
Fayetteville, Arkansas

William Ransom Wood
Fairbanks, Alaska

Membership as of April 26, 1976

STAFF

George E. Arnstein
Executive Director

Mary E. Dilworth
Research Assistant

David C. Nichols
Associate Director

Stephen D. Ward
Research Assistant

Anne C. Coldren
Staff Assistant

1. Introduction

Within the past five years several forces have combined to support a movement toward the provision of educational services within the regular classroom to all but the most severely handicapped children. Several court decisions, State legislation, and finally, new Federal legislation have laid the groundwork for a legal responsibility on the part of school systems to provide a free public education in the "least restrictive environment" for all handicapped children. This movement, known as mainstreaming, could affect every classroom of the two million public school teachers in the United States. Basic to this movement is the assumption that the educational system is responsible for meeting the individual needs of all students.

In its most ideal form this integration of handicapped children into regular classrooms would be accomplished within a system based upon a continuum of educational services. Along the continuum, services would range from total education within a regular classroom for the mildly handicapped, to highly specialized services outside of the public school system for the most severely handicapped. Placement of a student along the continuum should be based exclusively upon consideration of the student's educational needs. Ideally, teachers would be provided support services to enable them to meet the needs of students within the classroom.

The press of circumstances--especially shrinking educational budgets--gives rise to our concern that the "ideal" form of mainstreaming will be discarded in favor of an inferior expediency. Such an expediency would

be the inclusion of all but the most severely handicapped children in regular classrooms without adequate consideration of the impact on the classroom or teacher and without the provision of additional support services. Owing to the newness of the movement, there are few hard data. We fear, however, that in the context of shrinking local and State resources, many local education agencies will unwisely force mainstreaming by laying off special educators, those persons most able to provide essential support services. This is reinforced by a recent report on conditions in the New York City schools:

> Some of the cuts in teaching personnel are producing "mainstreaming" even though there may have been no plans or preparation for such organizational adaptation which places handicapped and special children into regular classrooms. Such hasty reorganization results in poor quality teaching and learning, and many teachers resist mainstreaming not because they dislike the handicapped but because they feel ill prepared to work with students who require extra and special attention because of their physical, emotional, or mental handicaps.[17]

Whatever direction mainstreaming takes at the local level, it is clear that the role and responsibilities of the regular classroom teacher are greatly changed as a result of the inclusion of handicapped children in the classroom. Teachers will need to exercise a wide range of skills beginning the child's education. Many of these skills will not have been required of a teacher in his or her previous classroom experience.

Are regular classroom teachers adequately prepared for meeting the new needs of handicapped children? Are student teachers being well prepared for their new responsibilities? Judging from our review of certification

regulations and education curricula, preparation is very inadequate. Without a significant effort toward a reconciliation of needs and capabilities through retraining and the provision of supportive services to regular teachers, many fear that mainstreaming will result not only in deteriorated education for handicapped children, but will bring about less effective education for all students.

This introduction raises several important questions:

* How is mainstreaming operationally defined and how widespread is its practice?

* What are the implications of mainstreaming on the responsibilities and consequent necessary competencies of regular classroom teachers?

* Are teachers adequately prepared to deal with these new responsibilities?

* What are the present efforts toward better matching of the preparation and responsibilities of regular classroom teachers, and in the context of the size of the movement, how adequate are these efforts?

This report explores these questions and develops specific recommendations based upon them.

2. Mainstreaming: Definition and Practice

The movement toward the segregation of handicapped children in special classrooms and institutions resulted from a recognition of the special needs of the handicapped. Prior to the development of specialized education, handicapped children were educated within regular classrooms, were housed within special institutions which had no educational programs, or they were excluded totally from services. If, as was reported in Senate hearings on the handicapped, we are presently excluding one million handicapped children from the public schools, one can only imagine how inadequate our services for these children were before the advance of special education.2/

In recent years many have expressed concern over the potentially dehumanizing effect of segregating groups of people from the "mainstream" of society. The field of education is no exception to this growing concern. In the area of special education a movement called "mainstreaming" is rapidly growing into a significant nationwide force. Many reasons are offered in support of the movement toward mainstreaming; as follows:

-- The capacity to deliver special education anywhere has improved; instructional materials have been mass produced and are available, special techniques and approaches have been organized so that teachers can easily learn to use them in the classroom;

-- Parental concerns are being expressed more directly: many parents never wanted their children segregated and are now asserting their convictions through formal administrative and legal channels;

-- The rejection of labeling of children is growing: there has been recognition of the potential harm of classifying students as retarded, delinquent, etc.;

-- Court decisions have accelerated changes in special education: courts have affirmed the right of all handicapped children to a free, appropriate education and special education has responded with growth and change;

-- The fairness and accuracy of psychological testing has been questioned: standardized tests have been shown to be unreliable in measuring ability of children not from the dominant culture;

-- Particularly in the inner city, so many students were testing as retarded that the result was both a revision of curricula and a reluctance to continue labeling children;

-- Civil rights actions against segregation uncovered questionable practices in special education placement; many special classes showed a disproportionate number of minority students in special classes and as a result many of these students were returned to regular classes;

-- Without normal interaction, nonhandicapped and handicapped children may develop misconceptions and never learn to interrelate.

-- The effectiveness of conventional special education is in question: research does not show consistent evidence that handicapped children advance more quickly academically and socially in either special classrooms or regular classrooms;

-- Financial considerations foster mainstreaming: in recent years States have made possible the continued reimbursement for the special education of handicapped children after their return to regular classrooms; in some school districts, mainstreaming has been used to cut the costs of separate specialized programs;

-- American philosophical foundations support diversity in the same educational setting: the "melting pot" philosophy of integrating all elements into the mainstream of society is applicable to the field of education. 3/

Some educators are reluctant to support this movement. One educator argues that we are rushing into a significant change in practice without sufficient evidence of its superiority over old practice:

> What is the best type of classroom for the retarded child, and what is the nature of the optimal institutional setting for those children who cannot remain with their families? We have no good answers to these questions, and yet the nation is already spending vast amounts on putting into place practices which the future may inform us were little more than passing fads.4/

Another spokesman presented four arguments against mainstreaming.

-- Placing handicapped children into regular classrooms implies a climate of acceptance by the regular teachers. "Unfortunately, teachers are no more perfect than any group of people in our society." Teachers, like other people, have biases and prejudices, some of which may concern handicapped children. Consequently, handicapped children may be faced with hostile attitudes from teachers.

-- Teachers are limited in their capacity to meet the needs of every child. The wider the spectrum of needs, the less likely all children will be provided for.

-- Mainstreaming requires extensive individualizing of instruction. Most teachers, however, are not trained in the design or use of individualized materials. The traditional classroom is teacher-centered and it is unlikely that change toward student-centered classrooms will occur rapidly.

-- Handicapped children, especially mentally retarded, progress at a slower rate academically than nonhandicapped children. Consequently, they will stand out as different from the other children and will often experience failure.5/

Withstanding this criticism, several States have passed legislation mandating the return to regular classrooms of all handicapped children who can benefit from a regular education program. More recently Federal legislation has been enacted which further reinforces the movement toward mainstreaming. Although the intention of Congress was to reserve the area of educational decisionmaking for the states, P.L. 94-142, Education for All Handicapped Children Act (November 29, 1975) does mandate individual programming for all handicapped children with attention to placement in the "least restrictive

environment commensurate with their needs." This wording is surprisingly close to that used to define mainstreaming. With rapid growth and widespread support, the mainstreaming movement has the potential to affect all classrooms of the estimated two million public school teachers.[6/] In fact, more than 30 percent of the almost eight million handicapped children are now estimated as being in regular classrooms.[7/]

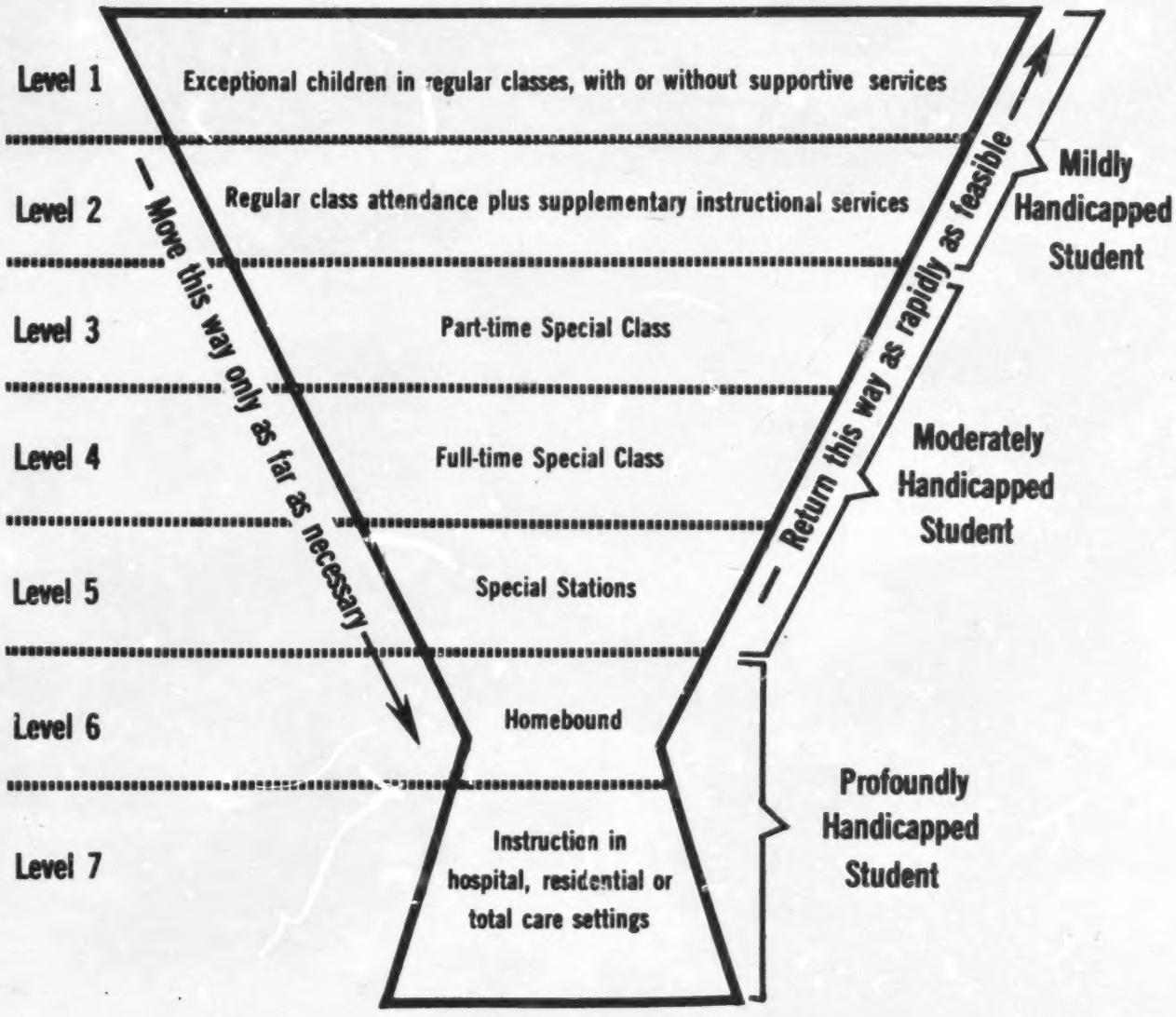
Simply defined, mainstreaming is the conscientious effort to place handicapped children into the least restrictive educational setting which is appropriate to their needs. The primary objective of this process is to provide children with the most appropriate and effective educational experiences which will enable them to become self-reliant adults. Within this objective, it is thought preferable to educate children the least distance away from the mainstream of society. Hence there is a heavy emphasis on movement into the regular classroom whenever possible.

Everyone recognizes that not all handicapped children will necessarily benefit from placement in a regular classroom. Moreover, their presence without adequate supporting services may demand so much of the teacher's attention that no one else will benefit. Consequently, mainstreaming has been developed within the concept of a continuum of educational settings. Situational placement and provision of services along the continuum are supposed to be based exclusively upon the needs of the student. (See figure 1, page 8.)

A mildly handicapped individual may be able to benefit from a regular classroom setting without the need of supportive services. On the other

FIGURE I

The Cascade System of Special Education Service



Adapted from Evelyn Deno, "Lessons Learned in the EPDA Exceptional Children Program," unpublished report to the Bureau of Educational Systems Development, U.S. Office of Education, July 1975.

hand, a severely handicapped child may need to receive instruction within the bounds of a residential setting. In all cases, the placement is based on the needs of the student.

Mainstreaming undoubtedly adds to the teacher's responsibilities and requires additional skills not generally practiced in the regular classroom. For this reason, mainstreaming should include specific training for teachers to assist them in meeting the special needs of handicapped children while at the same time meeting the needs of non-handicapped students. Additionally, resource persons with special education training should be available and be in frequent interaction with the regular classroom teacher.

The above description deals with an ideal model. Some school systems may "mainstream" handicapped children while excluding many essential features of the model. John Ryor, president of the National Education Association, warns of the possibility of school boards using mainstreaming as an excuse for eliminating all special education programs from a school system.

> How ironic it would be if a forward looking program meant to serve the nation's handicapped children should result in our disposing of those teachers best prepared to help them and, at the same time, add another burden to the already pressured regular teacher and make it impossible for him or her to do much more than babysit.[8]

With this possibility in mind the Representative Assembly of the NEA approved the following statement:

> The NEA will support mainstreaming of handicapped children only when:

a. It provides a favorable learning experience both for handicapped and regular students.

b. Regular and special teachers and administrators share equally in its planning and implementation.

c. Regular and special teachers are prepared for these roles (emphasis supplied).

d. Appropriate instructional materials, supportive services, and pupil personnel services are provided for the teacher and the handicapped student.

e. Modifications are made in class size, scheduling, and curriculum design to accommodate the shifting demands that mainstreaming creates.

f. There is systematic evaluation and reporting of program developments.

g. Adequate additional funding and resources are provided for mainstreaming and are used exclusively for that purpose.9/

In summary, mainstreaming is a growing nationwide movement. It has moved rapidly in the past five years largely because of court decisions and recent state and Federal legislation. While mainstreaming is not a new and untested concept, it is far ahead of the field of teacher education in the demands it places on the regular and special educator. While some will question mainstreaming in principle, it is here and it demands are upon us. As a nation we can ill-afford to respond casually to the demands it creates.

3. Impacts of Mainstreaming on Teachers' Roles

The presence of one or several handicapped children in the regular classroom has implications for both the form of instruction and the responsibilities of the teacher. One way to define the elements of change within the classroom and in the teacher's role is to discuss the characteristics and needs the handicapped child brings to the classroom. Although it is assumed that only those handicapped students able to benefit from a regular classroom will be mainstreamed, the range and types of handicaps may be wide. This range may include mildly retarded, physically handicapped, learning disabled, speech and hearing impaired, visually impaired, and emotionally disturbed. Many who could be classified within these groups will already be present in the regular classroom because they have not been identified, because special services are not available, or because they are intentionally placed there as the most appropriate setting for their needs. Additionally, many children in the so-called "normal group" have handicaps requiring special attention.

Mainstreaming need not mean a total conversion in the sense that all handicapped children will now attend regular classes exclusively. Rather it is intended to increase, to maximize interactions with nonhandicapped students. That the transition may produce special hazards and misgivings for all parties, including the teacher, is understandable: Handicapped children, accustomed to a great deal of individual attention may have misgivings about their integration, while the nonhandicapped children, unaccustomed to interacting with the handicapped, may have anxiety and be

less than accepting. In a sense it is everybody's job to ease the transition; in practice, the daily responsibility falls on the teacher. Our report seeks to call attention to the need for special support, training, and general assistance.10/

Some handicapped children, particularly emotionally disturbed, may have much greater needs in the affective domain than nonhandicapped children. Special attention may be necessary to help these children in behavior control, values development, and the growth of self-esteem and social attitudes.11/ Others such as the learning-disabled may lack self-confidence in their academic abilities. Faced with the recognition that they are at a disadvantage as a result of their handicaps, these children may need special assistance in adjusting to the regular classroom.

In the cognitive domain needs will vary greatly according to the individual and his/her handicap. The needs of a mildly retarded student will differ from the needs of a physically handicapped student with "normal" cognitive development. As a result of this variability, adjustments will have to be made in the content and style of instruction. Instruction will have to be individualized and geared toward the developmental level of each student.12/

Although regular classroom teachers may have had some training in the education of the handicapped, many will not have the expertise to prescribe learning experiences for all handicapped children. On the other hand, special educators will have extensive experience in programming for handicapped children but will now be dealing much less often with handicapped students in a segregated setting.

For this reason a new relationship between the regular educator and the special educator must develop. A partnership based upon the sharing of expertise will need to emerge and be directed toward the most effective programming for individual students.13/

Examples of Mainstreaming

To provide the reader with a clearer picture of mainstreaming and its implications on the regular classroom we have included three brief descriptions of handicapped children and their educational settings within a school that practices mainstreaming. We do not present these as the "right" or "wrong" ways to educate handicapped children; we present them only as examples of the kinds of actual practices occurring within mainstreaming programs.14/

> John seemed to be a bright child. He always participated in class discussions with a wealth of knowledge, but he had a lot of difficulty with reading and especially phonics. His teacher referred him for extensive diagnostic testing to the Child Study Team which consisted of regular and special teachers within the school. It was found that John has a great deal of difficulty processing auditory information.
>
> Now John goes to a resource teacher for special assistance. Using a variety of materials she is helping John to learn to integrate the sound with the visual symbol. This intensive one to one remediation is enabling John to achieve success in reading for the first time in his four years of school.
>
> His classroom teacher approaches her lessons in a traditional manner and "runs a quiet ship." This is an excellent environment for John since he cannot screen out background noise from directed speech. Frequently John must have directions repeated as his auditory memory is also affected. Based upon suggestions from the resource teacher, the classroom teacher has modified some procedures to better meet individual student needs. The modifications include

listing the daily routine on the board, reinforcing auditory lessons visually, and preparing individualized spelling programs.

The example of John illustrates several points about mainstreaming. When the classroom teacher realized that John had a learning problem, she requested the advice of specialists. To overcome his handicap, John works for a short period of the day with a special teacher outside of the classroom. To ensure that John does not fall behind in the regular curriculum because of his handicap, the specialist has helped the regular teacher to modify specific features of the classroom that without modification would have put John at a disadvantage.

> The opening exercises have just concluded and it is time for math. Christian sits in the front of the classroom near the teacher. Today the lesson is on long division. The teacher makes a point of speaking only when facing the class. Christian is profoundly deaf. He has just moved to this country from Germany. He had some knowledge of English but he must now adjust his lip reading skills to the new language. He has little difficulty with the math concepts.
>
> At the end of the lesson the children prepare for reading, as does Christian; however, he leaves for a forty minute lesson with a teacher of the hard of hearing. During this lesson the specially trained teacher reviews class lessons, especially reading, and engages Christian in conversational English.
>
> After the lesson, Christian returns to his class while the teacher of the hard of hearing confers briefly with Christian's classroom teacher. The classroom teacher is becoming more attuned to the implications of Christian's handicap and looks forward to these meetings for guidance in handling classroom procedures. At the end of this brief session the specialist leaves the school for one of the five other schools he visits daily.

This illustrates a need which cannot be met totally by the regular teacher. The child works with a specialist who in turn works with the

regular teacher to identify and alter elements in the classroom which, given the child's handicap, create difficulties.

> Danny's second grade classroom is "semi-open." Most activities are individualized and each child proceeds at his or her own pace. Danny has difficulty accurately processing what he sees and is easily distracted by external stimuli. In addition, he has poorly developed eye-hand coordination, balance, spatial orientation, and basic coordination.
>
> Individualized learning stations line the borders of the room, each being like a cubicle or office. Danny can function well in group activities but needs the confinement of the learning stations to concentrate on individual tasks. All board work is reproduced for his "office" since he is unable to copy from the board. For reading he meets with a resource teacher for one to one instruction. While in the resource room he also get visual perception training using specialized materials.
>
> Danny is considered lucky by his classmates because he gets an extra gym lesson each week. He participates in an adaptive physical education program which includes instruction in gross eye-hand coordination, balance, orientation in space, and basic coordination like running and skipping.
>
> Periodic meetings between Danny's classroom teacher, the resource teacher, and the adaptive physical education teacher help monitor Danny's progress so that continual modification of the program can be made.

This example illustrates that a handicap can cause difficulties in more than one area of a child's development, in this case in reading and in physical coordination. Ideally then, different parts of the school program can be coordinated to help eliminate or compensate for a child's handicapping condition.

These limited examples describe only one type of placement: the student spends the majority of the day in the regular classroom and for short periods of time receives special attention in a resource room. Many students, however, may be served exclusively in the regular classroom. Others may spend only short periods of time with nonhandicapped children. The important point is that mainstreaming is student centered.

It is based upon identifying the individual student's special needs, and adapting the school environment to overcome the handicaps. Children will bring a wide range of handicaps to a variety of settings and will require special understanding and changes in teacher behavior.

Skills Demanded of the Teacher

Based upon the needs handicapped children bring to the classroom, it is possible to outline the skills demanded of the regular teacher:

-- Teachers should understand how a handicap affects a child's ability to learn in the classroom.

-- Building on this understanding teachers need to become competent in recognition of handicaps and prescription of learning experiences. They will need to be able to identify specific conditions and prescribe appropriate instructional experiences. The level of sophistication in this area need not be high, as expert advice and support should be available through one of many possible delivery models.

-- In conjunction with diagnosis and prescription of learning experiences, regular classroom teachers will need skills in the individualization of instruction. The variance posed by handicapped children necessitates at least some degree of individualization, requiring a familiarity with resources and instructional materials for handicapped children.

-- Teachers will need a better understanding of the emotions of handicapped children. Not only must they be able to empathize with the handicapped but they must be able to focus a part of the educational experience on the child's emotional development.

-- Teachers need to develop a conceptual and practical understanding of the process of mainstreaming. Integral to this is the development of a new understanding of the role of the special education teacher as a consultant and resource person. Perhaps most importantly, teachers will need to develop competence and self-confidence in dealing with

handicapped children based upon skills developed through experience, additional in-service training, and use of support services.

-- Finally, teachers will need to be able to apply this collective understanding in their interactions with parents of the handicapped and with nonhandicapped children in the classroom.

A final area must be considered which deals with the capabilities of the special educator. As a result of mainstreaming, special educators must assume new roles, particularly as consultants and resource teachers. These new roles will demand competencies in addition to the ability to program for handicapped children. Special educators will need to become more familiar with the curriculum of the regular classroom. They must also develop skill in consulting with regular teachers. Finally, special educators will often be asked to develop in-service training for regular educators and to maintain close relationships with the regular educator. This will require a significant shift in their view of professional responsibilities as well as development of new competencies.

Quite evidently there are significant shifts in the responsibility and roles of both the regular and special educator implied in the movement of mainstreaming. Are teachers well prepared to assume these new roles? We examine this question in the following section.

4. Preparation of Teachers: Present Status

The certification of teachers for regular elementary and secondary classrooms has not required exposure to special education. One report indicates that up to 1971 no State required any special education for the elementary certificate and that conventional teacher education curricula did not require special education. 15/

Recent data collected by the National Education Association and the Council on Exceptional Children indicate that three States now require some formal exposure of teachers to education of the handicapped.16/ Only one of the three requires more than six course credits in special education. It is true that almost all fifty States require the regular classroom teacher to take courses in educational psychology and child development. While such courses may provide a helpful background for understanding the shared needs of all children including the handicapped, they can hardly be considered adequate in preparing teachers to meet the special educational needs of the handicapped.

It may be safe to assume that institutions preparing teachers continue to follow the certification requirements. Given the realities of having to meet certification and graduation requirements, students can hardly be expected to volunteer for courses in the area of special education.

The major conclusion is that a majority of the two million teachers now in the schools have had little if any training in the education of handicapped children. It also appears that the majority of students now in preparation in the field of education are receiving little training in the education of handicapped children.

A review of the overall situation reveals that mainstreaming has created new needs for which the majority of classroom teachers are inadequately prepared. Without competent, professional leadership, mainstreaming will surely be unsuccessful and even detrimental to both handicapped and nonhandicapped children.

A Congressional conference report on S. 6, which in November 1975 became P.L. 94-142, Education of All Handicapped Children Act, supports this contention.

> If the integration of handicapped children into the classroom is to be accomplished, several important changes must take place in that classroom. A most important element is the teacher who will be responsible for the management of the handicapped children in that classroom. The fact can be well documented that appropriate educational services to handicapped children must be delivered by qualified personnel trained for that specific purpose.[17]

Before ending the discussion of teacher training, a final issue needs to be aired. Birth rates in recent years have dropped even as the supply of teachers has increased. The economic situation throughout the nation has decreased job mobility in nearly all fields including education. Consequently, at least for the next several years, turnover rates of educational staff will be low. Thus, those teachers now employed must be retrained. This is not to say that a significant level of reform of teacher education curricula is unnecessary, but if we are to meet effectively the needs of the situation, in-service training must be emphasized.

5. Local, State, and Federal Response

Mainstreaming, although new as a movement, is not new in practice. Present estimates indicate that close to 50% of the eight million handicapped children are receiving education in regular classrooms.18/ In those schools with agreeable administrators and adequate resources mainstreaming may have been practices for years. In many others, children have been "mainstreamed" because of an inability of the school system to provide special services. Our data are inadequate to assess the quality and quantity of in-service training intended to help regular classroom teachers to work with the handicapped. However, there are comprehensive training models in certain school systems, by and large in affluent areas.

Several states have attempted to provide programs for personnel development but the overall picture is now unavailable. Alabama and Kansas, for example, have implemented workshops which help regular classroom teachers develop skills to work with the handicapped. Alabama additionally provides special education courses to the public via the educational TV network.19/

Massachusetts passed a comprehensive education law for the handicapped in 1972 which mandated the mainstreaming of handicapped children.20/ Recognizing the needs of teachers, the law also provided for the funding of in-service training of regular and special education personnel. An article recently published in Today's Education assesses the success of the law after four years. The major complaint of classroom teachers in

reference to the law was that the teacher training component has been given inadequate emphasis and funding. The lack of financial resources at both the local and state level seems to be responsible for the inadequacies. A quotation from the article is revealing: "While [the law] requires an increase in school spending and staffing, the state and local financial situations in which we find ourselves point to the increasing scarcity of funds." With rare exceptions, all states are in a financial situation similar to Massachusetts.

Acknowledging the severity of the educational needs of the handicapped children, together with the financial plight at the state level, Congress presented a rationale for Federal involvement (P.L. 94-142, November 1975):

-- developments in the training of teachers and in diagnostic and instructional procedures and methods have advanced to the point that given appropriate funding, state and local educational agencies can and will provide effective special education and related services to meet the needs of handicapped children;

-- state and local educational agencies have a responsibility to provide education for all handicapped children, but present financial resources are inadequate to meet the special educational needs of handicapped children; and

-- it is in the national interest that the Federal Government assist state and local efforts to provide programs to meet the educational needs of handicapped children in order to insure equal protection of the law.

Federal involvement in teacher education and more specifically in the special education of regular personnel is not new. Under the Education Professions Development Act, the Office of Education established the Exceptional Child Program. The objectives of the program were as follows:

(1) To increase the supply of regular education personnel who understand and can effectively deal with handicapped children in regular classrooms;

(2) to train teacher trainers so that they can integrate special education effectively into regular teacher preparation programs;

(3) to encourage training institutions to modify existing preparation programs so that regular teachers and other education personnel will be capable of working with handicapped children in the regular classroom;

(4) to provide appropriate training opportunities in the techniques of special education for personnel such as school administrators, school psychologists, counselors, educational media specialists, and teacher aides for regular and special education classrooms; and

(5) to encourage the development of training projects that address themselves to the needs of handicapped children in poverty populations, both urban and rural.[23]

Funds committed to this program were as follows: 1969, $5.49 million; 1970, $6.99 million; 1971, $6.65 million; 1972, $5.48 million; 1973, $4.21 million; and in 1974, $3.9 million.[24] An assessment of the program performed midway indicated that it was meeting all objectives except for changing teacher education curricula. The results clearly showed that adequately trained personnel were being produced as a result of the program but that institutional change was not easy to stimulate.[25]

Prior to 1974 the Bureau of Education Personnel Development and the Bureau of Education for the Handicapped had an agreement on their respective responsibilities in the area of training special education personnel. BEH would serve those personnel who would deal with handicapped children in special classrooms while BEPD would serve those personnel who would work within regular classrooms. When BEPD was phasing out most of its major programs in 1974, responsibility for the Exceptional Child Program was passed

on to both BEH and Teacher Corps.

Teacher Corps responded by developing the Exceptional Child Component which focuses on training regular teachers to deal with the "widest existing range of student variability in the regular classroom."[26] The major goals of the program are as follows:

(1) to sensitize teachers to the aptitudes, interests, and needs of the exceptional child;

(2) to develop the ability in teachers to identify, diagnose, prescribe, and implement the learning styles of the exceptional child;

(3) to develop the ability to individualize instruction through the sustained assessment necessary for flexible student grouping and through the professional flexibility necessary for team teaching;

(4) to define and measure the competencies necessary to these attitudes and skills.[27]

Now in its third year of operation, the Exceptional Child Component of Teacher Corps is funding around one hundred projects at a total of approximately $1.5 million. Evolving into a comprehensive thrust, this year's projects stress the team concept. A team includes special educators, regular teachers, and regular education administrators within a school system. The program hopes to dissolve unnecessary barriers between regular and special education. After training, the team may have the capability of effecting change within the school system.[28] Although these Teacher Corps projects are widely considered effective, it must be noted that the projects involve only a small fraction of the two million regular classroom teachers.

The Bureau of Education for the Handicapped is spending about $40 million for personnel preparation in the academic year 1976-77. The agency aims to improve the quality and increase the supply of teacher educators,

speech correctionists, and other special services personnel involved in the education of handicapped children. Also supported through the Division of Personnel Preparation is the training of regular educators and physical educators to work with children "who display variations in learning or behavioral styles."[29] Through the projected $7,648,000 in expenditures this academic year, for the latter group, the DPP hopes to provide over 3,000 individuals with educational stipends and to reach a larger number through funding in-service and pre-service training projects.[30]

Approximately sixty "Dean's projects" funded through DPP represent an attempt at a different level to provide for the special education of regular educators. Funded at approximately $3.3 million, these projects, directed by deans of colleges of education, evaluate and revise teacher education curricula.[31]

In an area connected indirectly to teacher education, BEH funds a network of special education resource and learning resource centers. These centers provide a wide range of services aimed at more effective education for handicapped children. Because these centers are responsible to the regions and States, the degree to which they focus their resources on supporting teacher education varies according to the constituencies' needs assessment. The potential exists for significant support of inservice training.

Several other programs have some involvement in the area of teacher education. The Office of Child Development has funded some in-service training through the Head Start program. Teacher Corps funds a Leadership

Training Institute to provide expert consultation to Exceptional Child projects. BEH funds some teacher training through other programs, although the number of teachers involved is relatively small.

In summary, the major Federal involvement in the training of regular classroom teachers to deal with handicapped children is accomplished through the Bureau of Education for the Handicapped and the Teacher Corps. During the academic year 1975/76 BEH committed close to $11 million specifically to projects which address the special education of teachers. The Teacher Corps Exceptional Child component, although smaller in scope, is focused on development of the team approach for education of handicapped children in the regular classroom. A conservative estimate of the aggregate total spent through all programs to enable regular educators to serve handicapped children approaches $14 million. We do not know how many teachers are being reached through these programs.

6. Discussion and Assessment

In the new and growing area of training regular teachers to deal with handicapped children it is quite difficult to make absolute judgments about adequacy. Hard data are scarce. We can only estimate the need, based on the data we have shown about current educational practice.

We stated earlier that close to 50 percent of the nearly eight million handicapped children are presently receiving their education in regular classrooms, most from teachers not specially trained. Mainstreaming is already affecting many thousands of teachers. P.L. 94-142 specifically mandates that all handicapped children within states receiving Federal Handicapped Education monies must be placed as close to the regular classroom, with nonhandicapped children, as feasible. School systems must provide the burden of proof for any segregation of children on the basis of handicapping conditions. This is likely to encourage educators to serve many more children in the mainstream. The number of teachers serving handicapped children is also likely to rise significantly.

How adequate is the current Federal involvement, both in terms of focus and scope? The most immediate training needs include the development in classroom teachers of the following: understanding how a handicap affects learning, skill in recognizing handicaps, prescriptive teaching, skill in behavior management techniques, understanding of and ability to respond to the emotional needs of handicapped children, and development of a new, working relationship between special and regular educators.

Programs under both BEH and Teacher Corps are attempting to meet these needs. The new relationship between special and regular educators is more explicitly addressed by the Teacher Corps but the possibility exists for this development through BEH programs. The other skills specified above are included within each project. The emphasis given each varies according to decisions made locally. Projects are intended to be responsive to local and individual needs. The emphasis on in-service training is reflected in current BEH and Teacher Corps programs. A significant start has been made toward the revision of teacher curricula. Recognition of the difficulty of institutional change is reflected in the leadership-oriented "Dean's Projects" and the Teacher Corps team-oriented projects. It appears that the Federal efforts are well targeted.

The adequacy of current Federal efforts in terms of quantity and scope is a different matter. A great number of teachers either are or will soon be facing handicapped children in the regular classroom. The Education for All Handicapped Children Act requires each State to provide training for virtually all teachers with any responsibility for the handicapped. However, the retraining of every public school teacher is quite improbable and could be very expensive. For example, even a simple provision of tuition reimbursement for a ten-credit special education package (insufficient as this might be) for ten percent of the workforce of teachers would cost close to $100 million each year.

In reality, the funds required for such an effort are not now available. How to reconcile the coexistence of a growing need and shrinking resources is a vexing problem. It is evident that the scope of the problem outruns

current resources. The Federally funded programs have made a good start, but a realistic attempt to meet the needs will require a greater commitment of resources and a greater degree of coordination at all levels.

7. Recommendations

Given current financial restraints, even the limited evidence to date permits us to predict that mainstreaming may produce adverse results unless there is a major effort to help classroom teachers cope with these special children in the daily classroom. It isn't that teachers are unwilling to teach the handicapped, but they want special training and support services to meet the needs of students who have traditionally been labeled "special" and who will require "special" treatment in the regular classroom.

To say that education is a State and local responsibility does not solve the problem because school districts have higher priorities, more urgent needs, and can usually rationalize that fully certificated teachers are professionals who simply ought to know how to deal with all kinds of students. In short, neither the local districts nor most States are likely to fund in-service training adequately, and thus we advocate Federal support.

1. Conditions of Mainstreaming: Several forces including budgetary considerations will pressure some school systems to embark indiscriminately on mainstreaming to the detriment of all children involved. In the implementation of any mainstreaming program, the educational rights of all students must be carefully protected. This requires that all programs be closely monitored to ensure that full educational services be provided for all handicapped students, while not diminishing the educational opportunities

of other students. The necessity for sufficient resources cannot be stressed strongly enough. When mainstreaming programs are planned and implemented, adequate funds must be provided for teacher preparation, a sufficient supply of appropriate materials, and supportive pupil personnel services.32/ We recommend that States carefully study mainstreaming and its alternatives as models for providing appropriate education for all children. The States should strictly define the conditions under which mainstreaming will be permitted (the child's needs, class size, supporting services, preparation of staff, procedural safeguards).

2. Support of In-Service Training of Regular Teachers: Federal programs through BEH and Teacher Corps are attempting to meet some of the needs in this area. We recommend their continuation but urge that they be funded at a significantly higher level. Emphasis should continue on both skills acquisition and leadership development. Local and State education agencies should be made aware of the opportunities for Federal assistance.

3. Training of Administrative and Specialized Personnel: Opportunities are presently available for the preparation of school administrators and special education personnel to work with regular educators who teach handicapped children. We recommend the expansion of these opportunities with an emphasis, whenever possible, on the training of all three groups together. In this manner we can help to dissolve the unnecessary barriers between special and regular education and facilitate coordination.

4. Pre-service Training: Despite the conditions in the present job market for teachers, there are still great needs for personnel to work with handicapped children in regular and special classrooms. Programs such as the "Dean's Projects" are trying to evaluate and revise teacher education curricula. These programs have made a good start and should receive continued support. The most promising developments in teacher curricula should be disseminated to State certification officers and decisionmakers in other institutions of teacher preparation.

5. Research and Development: We recognize that there is a large audience of regular teachers in need of special training. Accordingly, we recommend that the National Institute of Education investigate the feasibility of several types of widespread delivery systems for in-service training (instructional television, standardized materials, etc.).

6. Coordination and Support: We recommend that all relevant Federal resources be coordinated in an effort to provide teachers and school systems with materials, information, and consultation which will increase their capacity to serve handicapped children in regular classrooms.

7. Certification of Teachers: State certification requirements generally do not reflect the fact that regular classroom teachers often are serving handicapped children. As a force for rapid change in teacher preparation, certification requirements are invaluable. We recommend that the Office of Education or the National Institute of Education should sponsor

regional conferences which bring together State certification personnel, teacher trainers, regular and special educators and aim at the examination and rapid revision of certification requirements to include training in the education of handicapped children.

We believe that school systems, state governments, and the Federal government have a stake and a responsibility in providing all children with a free, appropriate public education. Presently needs are growing much more rapidly than are our abilities and resources to meet them. Leadership must be exerted at all levels to ensure a quality education for all children.

Following is a list of reports published by the Council which are currently available. If copies are desired, simply check the item(s), tear out this page and return it to the address shown above. (There is no charge for these reports.)

1. Competency Based Teacher Education: Toward a Consensus, Spring 1976.
2. Annual Report for 1975, January 1976.
3. Teacher Corps: Past or Prologue?, July 1975. (SP 009 330)*
4. Staffing the Learning Society: Recommendations for Federal Legislation, April 1975. (SP 008 947)*
5. Gatekeepers in Education: A Report on Institutional Licensing, April 1975. (SP 008 970)*
6. Evaluation of Education: In Need of Examination, November-December 1973. (ED 084 239)*
7. Vocational Education: Staff Development Priorities for the 70's, March 1973. (Full report: ED 084 240; Summary: ED 084 401)*
8. People for the People's College, Spring 1972. (ED 066 432)*
9. Report on Educational Renewal, March 1972.
10. Windows to the Bureaucracy, January 1972. (ED 083 188)*
11. Leadership and Educational Needs of the Nation, October 1969.

*These are ERIC numbers; copies of these reports may also be ordered through the ERIC System.

Send to: _____

(please print) _____

_____

_____

Footnotes

1. George Arnstein, Irene Impellizzeri, and A. Roy Kirkley, AFT Crisis Commission Report, American Federation of Teachers, January 19, 1976. Reprinted in New York Teacher, February 8, 1976, p. 37.

2. U.S. Senate Report No. 94-168, Education for All Handicapped Children Act, June 2, 1975, p. 56.

3. Jack W. Birch, Mainstreaming: Educable Mentally Retarded Children in Regular Classrooms, Leadership Training Institute, University of Minnesota, 1974, pp. 3-7.

4. Edward Zigler, in Education Daily, March 22, 1976, p. 4.

5. William M. Cruickshank, "The False Hope of Integration," The Australian Journal on the Education of Backward Children, Vol. 21, No. 2, July 1974, pp. 70-72.

6. "Special Feature: Mainstreaming," Today's Education, March/April 1976, p. 18.

7. Provision of Instruction to Handicapped Pupils in Local Public Schools, NCES, Spring 1970, p.8; and U.S. Senate Report 94-168, op.cit., p.56

8. "NEA Warns that Mainstreaming Trend Carries Potential Harm," NEA Reporter, Vol. 18, No. 6, November 1975, p. 3.

9. NEA Infopac No. 9: Mainstreaming, August 1975.

10. Edwin W. Martin, "Some Thoughts on Mainstreaming," Exceptional Children, Vol. 41, November 1974, pp. 151-2.

11. William C. Morse, "Special Pupils in Regular Classes: Problems of Accommodation" in Exceptional Children in Regular Classrooms, edited by M. Reynolds and M. Davis, Leadership Training Institute, University of Minnesota, 1971, p. 67.

12. Arthur J. Lewis, "Increasing Educational Services to Handicapped Children in Regular Schools," in Exceptional Children in Regular Classrooms, op.cit., p. 47.

13. Morse, op.cit., p. 66.

14. We wish to express our appreciation to Thomas Jordan, Learning Disabilities Consultant, Mt. Tabor School, Parsippany Troy Hills Public Schools, New Jersey, for his contribution in the development of this section.

15. Norman E. Bowers, "Special Education Courses for Elementary Teachers," Education, Vol. 91, No. 3, p. 198.

16. A Manual on Standards Affecting School Personnel in the United States, National Education Association, 1974 Edition; and Council on Exceptional Children Research Division.

17. Senate Report No. 94-168, op.cit., p. 33.

18. Ibid., p. 56.

19. Conference Minutes, University of Connecticut Technical Assistance Project, Arlington, Virginia, June 3 & 4, 1975, pp. 16, 21-2.

20. Chapter 766: Children with Special Needs, Massachusetts General Laws.

21. Frederick Andelman, "Mainstreaming in Massachusetts Under Law 766," Today's Education, March/April 1976, p. 20.

22. Ibid., p. 21.

23. Evelyn Deno, draft of Report on Lessons Learned in the EPDA Exceptional Children Program, U.S. Office of Education, 1975, pp. 59-60.

24. National Advisory Council on Education Professions Development, Staffing the Learning Society: Recommendations for Federal Legislation, April 1975, pp. 8-9, (USOE data).

25. Deno, op.cit., p. 68.

26. Marie Barry, "Trends in American Public School Education," speech presented to Annual Texas Education Conference, Fort Worth, Texas, October 26, 1975, p. 14.

27. Marie Barry, "The Exceptional Child Component in Teacher Corps," TED Newsletter, Vol. 10, No. 3, Summer 1974, Council on Exceptional Children, p. 18.

28. Figures estimated in conversation with Marie Barry, Exceptional Child Component, Teacher Corps, U S. Office of Education, February 1976.

29. Department of Personnel Preparation, Bureau for Education of the Handicapped, U.S. Office of Education, Preparation Letter from H. Saettler, August 8, 1975.

30. Figures from conversation with Herman Saettler, DPP/BEH/USOE, February 17, 1976.

31. Figures estimated in conversation with Thomas Behrens, DPP/BEH/USOE, February 9, 1976.

32. Unpublished manuscript, "Proposed Position Statement on Mainstreaming" (American Federation of Teachers: Committee on Educational Issues) March 29, 1976